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Supreme Court, U. S.
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in the

Supreme Court

of the

United States

OCTOBER TERM

NO. 77-413

HENRY H. KLEIN, M.D.,

Petitioner,

vs.

VERNON B. ASTLER, et al.,

Respondents.

PETITION FOR WRIT OF CERTIORARI TO THE UNITED STATES COURT OF APPEALS FOR THE FIFTH CIRCUIT

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OCTOBER TERM

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HENRY H. KLEIN, M.D.,
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vs.

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Respondents.

PETITION FOR WRIT OF CERTIORARI TO THE UNITED STATES COURT OF APPEALS FOR THE FIFTH CIRCUIT

PETITION FOR WRIT OF CERTIORARI

The Petitioner, Henry H. Klein, seeks a Writ of Certiorari to review the judgment of the United States Court of Appeals for the Fifth Circuit which affirmed the District Court's order dismissing the Petitioner's Complaint.

OPINION BELOW

The opinion of the United States Court of Appeals for the Fifth Circuit affirming the District Court's order dismissing the Petitioner's Complaint is an unreported opinion and appears in the Appendix, *infra*. It was entered on June 17, 1977.

JURISDICTION

The judgment of the United States Court of Appeals for the Fifth Circuit was entered on June 17, 1977. This Court has jurisdiction pursuant to 28 U.S.C. 1254 (1). This Petition for Writ of Certiorari is filed within 90 days of the judgment below. 28 U.S.C. 2101(c).

QUESTIONS PRESENTED

1. Does the nature of the Federal Union demand that Florida extend reciprocity to an out-of-state doctor, who has met standards equal to Florida's in his state of licensure?

2. Does Florida's denial of reciprocity to an out-of-state doctor, and its requirements that he take and pass Florida's examinations, which have no relationship whatsoever to his ability to practice medicine in Florida, when he has met standards equal to those of Florida in his state of licensure, when Florida extends reciprocity to other profes-sinals, deprive the doctor of his right to practice medicine in violation of the equal protection clause of the Fourteenth Amendment?

3. Does Florida's denial of reciprocity to an out-of-state doctor and its requirement that he take and pass its examinations, which have no relationship whatsoever to his ability to practice medicine in Florida, when he has met standards equal to those of Florida in his state of licensure, deprive the doctor of his right to practice medicine in violation of the due process and equal protection clauses of the Fourteenth Amendment?

CONSTITUTIONAL AND STATUTORY PROVISIONS INVOLVED

Constitution of the United States, Amendment XIV, Section 1:

> ". . . Nor shall any state deprive any person of life, liberty, or property without due process of law. . ."

> ". . . Nor shall any state . . . deny to any person within its jurisdiction the equal protection of the laws . . ."

Florida Statute 458.09:

"458.09 Examination of applicants

> The examination of applicants for license to practice medicine shall be made by the board of medical examiners according to the methods deemed by it to be the most practical and expeditious to test the applicants' qualifications . . ."

Florida statutes relating to reciprocity are included in the appendix to this petition.

STATEMENT OF THE CASE

The Petitioner filed suit against the Respondents and challenged the constitutionality of Florida Statute 458.09 which requires that all applicants for medical licensure in Florida must take and pass certain required examinations even if the applicant is licensed to practice medicine in another state. Florida does not even consider reciprocity for doctors.

The Petitioner is a doctor licensed to practice medicine in New York.[1] He is a Florida resident, he meets all the requirements necessary to practice medicine in Florida, and he desires to practice medicine in Florida.

The Respondents are members of the Florida State Board of Medical Examiners. They are charged with the responsibility of enforcing statutes relating to medical licensure in Florida. They have the responsibility of preparing, conducting, and grading the examinations which are required of all persons who apply to them to obtain medical licensure in Florida. They have the responsibility of accepting or rejecting these applicants. Obviously, they act under color of state law.

All persons seeking medical licensure in Florida must apply to the Respondents; this is required by Florida Statute 458.05(1). All applicants must take and pass the Respondents' examinations; this is required by Florida Statute 458.09. An Applicant must take and pass these examinations even though he is licensed to practice medicine in another state.

[1]Since this cause involves a dismissal on the pleadings this Court must take as true the material facts in the Complaint. *Mandeville Island Farms Inc. v. American Crystal Sugar Co.*, 334 U.S. 219, 222 (1948).

The Respondents' examinations cover the same areas and serve the same purpose as the examinations given in New York to an applicant for medical licensure. The standards that an applicant for medical licensure in New York must meet are at least as high as an applicant for medical licensure in Florida must meet. The practice of medicine in New York is identical to the practice of medicine in Florida.

The Respondents' examinations, required by Florida Statute 458.09, have no relationship to an applicant's ability to practice medicine in Florida, when the applicant is licensed to practice medicine in another state, whose standards for medical licensure are at least as high as Florida's standards for medical licensure. These required examinations do not further any compelling state interest.

The Respondents and Florida Statute 458.09 do not provide for a separate examination for a doctor who has obtained a medical license in another state. They do not provide for a hearing for a doctor who has obtained a medical license in another state, in order that the doctor might establish that he is qualified for medical licensure in Florida and that it is not necessary for the dentist to take the Respondents' examinations. They do not provide for an individualized determination of the fitness of a doctor who is licensed in another state. Less restrictive alternatives than the requirement that a doctor licensed to practice medicine in another state take and pass the Respondents' examinations are available to insure that the doctor is qualified for medical licensure in Florida.

Florida extends reciprocity to osteopaths,[2] psychologists,[3] registered nurses,[4] licensed practical nurses,[5] architects,[6] certified public accountants,[7] and veterinarians.[8]

The Petitioner sought a declaratory judgment declaring that the actions of the Respondents in denying reciprocity to him and requiring him to take and pass their examinations were unconstitutional, illegal, null and void; a declaratory judgment declaring Florida Statute 458.09 unconstitutional, illegal, null and void as applied to the Petitioner; the convention of a three-judge federal district court panel; an injunction requiring the Respondents to admit the Petitioner to the practice of medicine in the State of Florida; an injunction restraining the Respondents from enforcing Florida Statute 458.09 as it applies to the Petitioner; and such other further relief as the Court might deem meet and proper.

The district court requested the convening of a three-judge court, and one was convened.

Acting without a hearing, the three-judge district court panel dissolved itself and the single district court dismissed the Complaint.

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[2]Florida Statute 159.11.

[3]Florida Statute 490.3(a).

[4]Florida Statute 464.071(2).

[5]Florida Statute 464.121(2).

[6]Florida Statute 467.11.

[7]Florida Statute 474.19, renumbered to 423.201 in 1969.

[8]Florida Statute 474.141(e).

The United States Court of Appeals for the Fifth Circuit summarily affirmed.

This Petition followed.

REASONS FOR GRANTING THE WRIT

I

THE DECISION OF THE COURT BELOW CONFLICTS WITH THE PRINCIPLES ENUNCIATED IN THIS COURT'S DUE PROCESS, EQUAL PROTECTION, RECIPROCITY AND INTERSTATE TRAVEL DECISIONS.

A

DUE PROCESS

Schware v. Board of Bar Examiners, 353 U.S. 232 (1957), held that:

> A state cannot exclude a person from the practice of law or from any other occupation in a manner or for reasons that contravene the Due Process or Equal Protection clauses of the Fourteenth Amendment . . ." (353 U.S. at 238-239).

Statutes affecting constitutional rights must be drawn with "precision". *N.A.A.C.P. v. Button*, 371 U.S. 415, 438 (1963). The Statutes must be "tailored" to serve their legitimate objectives. *Shapiro v. Thompson*, 394 U.S. 618, 631 (1969). ". . . If there are other reasonable ways to

achieve these goals with a lesser burden on constitutionally protected activities, a state cannot choose the way of greater interference." *Dunn v. Blumstein*, 405 U.S. 330, 343 (1972). The state must employ "alternative administrative means which do not so broadly infringe on basic constitutional liberty, in support of their legitimate goals." *Cleveland Board of Education v. LaFleur*, 414 U.S. 634, 647 (1974).

The Respondents could employ numerous less restrictive alternatives to insure that the Petitioner is qualified to practice medicine in Florida. For example, they could conduct an informal hearing at which the Petitioner could present his credentials and a resume of his practice and experience. They couid grant reciprocity, as Florida does to osteopaths, psychologists, registered nurses, licensed practical nurses, architects, certified public accountants, and veterinarians, upon a showing that the professional standards that the Petitioner met when he obtained his medical license in New York are at least as high as Florida's standards.

Due Process requires that the Petitioner be given an opportunity to establish that a "less restrictive alternative" than the requirement that he take and pass the Respondents' examinations could be utilized to establish his fitness to practice medicine in Florida. *Goldsmith v. United States Board of Tax Appeals*, 270 U.S. 117, 123 (1926); *Grannis v. Ordeon*, 234 U.S. 385, 394 (1914); *Fuentes v. Shevin*, 407 U.S. 67, 80 (1972); *Goldberg v. Kelly*, 397 U.S. 254 (1970); *Sniadach v. Family Finance Corp.*, 395 U.S. 337 (1969).

B

EQUAL PROTECTION

Florida extends reciprocity to a number of professionals, especially professionals in the healing arts. Reciprocity is extended to osteopaths, psychologists, registered nurses, licensed practical nurses, and veterinarians. It is denied to doctors. The practice of these professions does not change with geography. The classification of these professions in one group and doctors in another is arbitrary and unreasonable. It is simply inconceivable that there is any basis, rational or otherwise, for this arbitrary classification. *Reed v. Reed*, 404 U.S. 71, 76 (1971); *Stanton v. Stanton*, 421 U.S. 7 (1975). These other professionals are afforded an opportunity to establish that they are competent to practice their profession in Florida, on a reciprocal basis. Florida's denial of such an opportunity to doctors is inescapably contrary to the Equal Protection Clause. *Stanley v. Illinois*, 405 U.S. 642, 658 (1972).

The circumstance that all persons who desire to practice medicine in Florida must pass the Respondents' examinations does not end the Equal Protection inquiry. Equal application of a law does not mean that it satisfies Equal Protection:

> "The Equal Protection clause requires more of a state law than non-discriminatory application within the class it establishes . . ." (*Rinaldi v. Yeager*, 384 U.S. 305, 308 (1966))

Thus, "Judicial Inquiry under the Equal Protection clause . . . did not end with a showing of equal application among

the members of the class defined by the legislation . . ." *McLaughlin v. Florida*, 379 U.S. 184, 191 (1964). Therefore, the ". . . manifest inadequacy of any approach requiring only equal application to the class defined in the statute . . ." *Id.* at 190, n. 8, is apparent.

The Equal Protection Clause applies to regulation of the professions. *Schware v. State Board of Bar Examiners, supra; Bolton v. Texas Board of Barber Examiners*, 350 F.Supp. 494 (ND Tex. 1972), aff'd, 409 U.S. 807 (1972). *Bolton* held unconstitutional a state statute which permitted cosmotologists to perform their work on females only and barbers to perform their work on males only.

The Petitioner is in the identical position as doctors who have taken and passed the Respondents' examinations. The licensure requirements in New York are identical to Florida's. However, although the Petitioner and these other doctors are similarly situated, they are not treated identically. The Petitioner must once again prove his qualifications to obtain a medical license in Florida. There is simply no reason why the Petitioner should be required to reestablish his qualifications, especially when the establishment process entails the most cumbersome and onerous procedure possible. Removing an appendix in New York is no different from removing an appendix in Florida. Florida's purported attempt to protect the public through the examinations requirement runs afoul of the Equal Protection Clause. *Craig v. Boren*, __ U.S. __, 45 U.S.L.W. 4057, 4060 (1976).

C

RECIPROCITY

The responsibility of the several states to extend reciprocal benefits to the citizens of other states is well established. *Great Atlantic & Pac. Tea Co., Inc. v. Cottrell*, __ U.S. __, 96 S.Ct. 923 (1976); *Travis v. Yale & Towne Mfg. Co.*, 252 U.S. 60 (1920); *Austin v. New Hampshire*, 420 U.S. 656 (1975). In *Cottrell* this Court invalidated a Mississippi Health Regulation which provided that milk and milk products from another state could be sold in Mississippi only if the other state accepted milk and milk products produced and processed in Mississippi on a reciprocal basis. This Court held that even if this regulation enabled Mississippi to insure that the reciprocating state's health standards were as high as Mississippi's, there were other, less restrictive alternatives available which were less burdensome on commerce, to reach this goal. __ U.S. at __ 96 S.Ct. at 930. Similarly, the Respondents can reach their goal by other, less restrictive means.

D

INTERSTATE TRAVEL

State requirements that infringe upon the right of interstate travel have consistently been invalidated. *Shapiro v. Thompson*, 394 U.S. 618 (1969); *Dunn v. Blumstein*, 405 U.S. 330 (1972); *Memorial Hospital v. Maricopa County*, 415 U.S. 250 (1974). Licensure requirements which infringe upon the right of interstate travel similarly have been struck down. *Potts v. Honorable Justices of Supreme Court of Hawaii*, 332 F.Supp. 1392 (D. Haw. 1971); *Keenan v. Board of Law Examiners*, 317 F.Supp. 1350 (E.D. N.Car. 1970).

The Respondents' iron clad, inflexible requirement that a doctor licensed to practice medicine in another state, whose standards are at least equal to Florida's, must take and pass their examinations before he is permitted to practice medicine in Florida, is as well suited to discourage the movement of out-of-state doctors into Florida as the durational residency requirement in *Shapiro* was suited to discourage the movement of needy persons into a state. It is also as unconstitutional. Doctors are entitled to the same rights as farmers and craftsmen. *Hood & Sons v. De Mond*, 336 U.S. 525, 539 (1949).

II

THE DECISION OF THE COURT BELOW IS IN CONFLICT WITH THE DECISION OF THE UNITED STATES COURT OF APPEALS FOR THE DISTRICT OF COLUMBIA IN *BERGER v. BOARD OF PSYCHOLOGIST EXAMINERS*, 521 F.2d 1056 (D.C. Cir. 1975).

In *Berger v. Board of Psychologist Examiners*, 521 F.2d 1056 (D.C. Cir. 1975), the Court held that a statutory irrebuttable presumption of professional incompetence, in the absence of a graduate degree in psychology, or a certain number of hours of graduate study in psychology, deprived a practicing psychologist of his right to practice psychology, without due process of law.

The psychologist was qualified, as is the Petitioner, to practice his profession, although he had never been certified or licensed to practice psychology in any other jurisdiction. The licensing authorities ignored the psychologist's qualifications and denied his application for licensure because of his failure to meet the threshold requirement.

The Court noted that " . . . in order to protect his 'liberty' and 'property' interests in his profession, appellant seeks an opportunity to rebut the statutory presumption of his incompetence." 521 F.2d at 1062.

The Court first quoted with approval from *Vlandis:*

> "The state's interest in administrative ease and certainty cannot, in and of itself, save the conclusive presumption from invalidity under the due process clause where there are other reasonable and practicable means of establishing the pertinent facts on which the state's objective is premised." (521 F.2d at 1062)

The Court then held that:

> "The principle of *Vlandis* is applicable to the facts of the instant case. A part, and presumably a significant part, of the D.C. licensing process is the administration pursuant to D.C. Code §2-481 of an examination devised by the licensing board to applicants holding a doctoral degree. No reason has been suggested why the board could not fashion a similar examination and substitute passage of that test for the current requirement of passing an examination plus holding a degree . . . on remand, following a declaration by this Court that the statute's irrebuttable presumption does not accord with principles clearly set forth in the case law, the Board could proceed to determine whether Berger's extensive clinical experience, coupled with his limited academic training and apprenticeship, have afforded him a professional competency equivalent to that of a

doctor of psychology who has only two years of acceptable post-graduate experience." (521 F.2d at 1062-1063)

Thus:

> " . . . Whether an applicant previously engaged in the practice of psychology misses the statutory standard by an inch or a country mile, he must be afforded a fair opportunity to demonstrate his professional skill according to reasonable standards before he is denied the right to continue his practice." (521 F.2d at 1063)

The Court required the Board to fashion an examination to comport with the psychologist's individual circumstance:

> ". . . we remand the case to . . . the licensing board to administer to Appellant Berger an examination designed to determine whether his professional skill is commensurate with that of new psychologists being currently licensed under the act. In so doing, we do not act as a legislature to add this requirement to the statute, but rather strike down as unconstitutional that part of the statute which requires an applicant to have an academic credential as well as a certain number of years experience in order to qualify to take a license examination. Only by this action can we remedy the constitutional defect of the statute as it is applied to Berger and to other psychologists without the requisite academic credentials but possibly possessed of the necessary skills." (521 F.2d at 1064.)

Berger and this case are irreconcilable. This Court should grant certiorari to resolve the conflict.

III

THE DECISION BELOW PRESENTS AN IMPORTANT QUESTION OF FEDERAL CONSTITUTIONAL LAW WHICH HAS NOT BEEN, BUT SHOULD BE, RESOLVED BY THIS COURT.

This Court has never before decided whether a doctor who has been admitted to practice medicine in one state has the Federal constitutional right to the opportunity to establish that the standards that he met in his state of licensure are equal to the standards of the state in which he seeks admission, thus relieving him of the requirement that he take and pass the second state's medical examinations.

This Court, not the court below, should make that decision.

CONCLUSION

For the above stated reasons, the Petition for Writ of Certiorari should be granted.

Respectfully submitted,

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CERTIFICATE OF SERVICE

I HEREBY CERTIFY that three copies of the foregoing Petition for Writ of Certiorari have been sent to Michael I. Schwartz, Suite 101, Ellis Building, 1311 Executive Center Drive, Tallahassee, Florida 32301, on September 14, 1977.

LOUIS M. JEPEWAY, JR.

LOUIS M. JEPEWAY, JR.

Appendix

IN THE UNITED STATES COURT OF APPEALS
FOR THE FIFTH CIRCUIT

NO. 76-3004
Summary Calendar*

HENRY H. KLEIN, M.D.,
Plaintiff-Appellant,

versus

VERNON B. ASTLER, ET AL.,
Defendants-Appellees.

Appeal from the United States District Court for the Southern District of Florida

(June 17, 1977)

Before COLEMAN, GODBOLD and TJOFLAT, Circuit Judges.

PER CURIAM: AFFIRMED. See Local Rule 21.[1]/

*Rule 18, 5 Cir., Isbell Enterprises, Inc. v. Citizens Casualty Company of New York, et al, 5 Cir., 1970, 431 F.2d 409, Part I.

[1]/See N.L.R.B. v. Amalgamated Clothing Workers of America, 5 Cir., 1970, 430 F.2d 966.

FLORIDA RECIPROCITY STATUTES

CERTIFIED PUBLIC ACCOUNTANTS

Florida statute 473.19, renumbered to Florida Statute 423.201 in 1969. Certificates Granted to Holders From Other States.

The Board may, in its discretion, issue a certificate as a certified public accountant to any applicant who holds a valid and unrevoked certificate as a certified public accountant issued by, or under the authority of, another state or political subdivision of the United States, or who holds a valid and unrevoked certificate as a chartered accountant issued by, or under the authority of, a foreign country; provided, the applicant has complied with the provisions of this chapter and the rules of the Board. Board shall not be required to issue any certificate under the provisions of this section unless:

(1) The original certificate was secured as the result of an examination which in the judgment of the Board was the equivalent of the standard established by it, and,

(2) The applicant has been engaged in the practice of public accountancy in Florida as a full-time employee of a certified public accountant, as defined in this chapter, for a period of two years, and is a resident, having resided continuously in the state for a period of two years, and,

(3) The state or country issuing the original certificate grant similar privileges to persons holding

certificates as certified public accountants issued under the laws of this state, and

(4) The Board is otherwise fully satisfied as to the moral and technical fitness of the applicant.

ARCHITECTS

Florida Statute 467.11. Admission Without Examination.

Hereafter no person shall be admitted to the practice of architecture in this state without an examination except that a certificate of registration may be issued upon filing of application and payment of the same fees as if qualified by examination to a person who meets the requirements of applicants for examination as set forth in §467.08 and has passed a standard examination and holds a current certificate issued by the National Council of Architectural Registration Board and who furnishes satisfactory evidence of continued honorable professional practice after the passing of such examination together with satisfactory evidence of his present ability and integrity. However, applicants who are registered to practice architecture in another state prior to July 1, 1970 shall not be required to hold a professional degree as defined in §467.08(1)(b)5.

REGISTERED NURSES

Florida Statute 464.071. Registered Professional Nurse; License.

• • •

(2) The Board shall issue a license to practice professional nursing without examination, to an applicant who has been duly licensed or registered under the laws of another jurisdiction, if in the opinion of the Board the applicant meets the same standards for licensure required of registered professional nurses in this state . . .

OSTEOPATHS

Florida Statute 459.11. Board May Issue License Without Examination In Certain Instances.

(1) The State Board of Osteopathic Medical Examiners may issue a license without examination to an osteopathic physician who is a graduate of a standard college of osteopathy and who has passed an examination for admission into the medical corps of the United States Army, the United States Navy, or the United States Public Health Service; or who has passed all parts of the examination conducted by the National Board of Examiners for Osteopathic Physicians and Surgeons; provided:

(a) The applicant is of good moral character;

(b) The requirement to practice in the state, territory, country or province in which the applicant is already licensed be equal to those of this state.

(2) The Board shall not issue a license without examination except as hereinbefore in this section provided.

PSYCHOLOGISTS

Florida Statute 490.22. Licensing Under Special Conditions.

• • •

(2) The Board may waive the examination for applicants who present proof of current certification or license in a state which has standards at least equal to those for licensure in Florida and such applicants are entitled to receive a license and a license certificate upon payment of the fees provided for in §490.18.

LICENSED PRACTICAL NURSES

Florida Statute 464.121. License to Practical Nurse; License.

• • •

(2) The Board may issue a license to practice as a licensed practical nurse without examination to any applicant who has been duly licensed or registered as a licensed practical nurse or a person entitled to perform similar services under a different title, under the laws of another jurisdiction, if, in the opinion of the Board the applicant meets the requirements for licensed practical nurse in this state . . .

VETERINARIANS

Florida Statute 474.141. License by Endorsement; Requirements; Void Unless Used.

(1) Subject to the provisions herein contained, the Board shall issue a license by endorsement to practice veterinarian medicine in this state to an appli-

cant who submits a sworn application in proper form, together with a fee of $50, demonstrating that he:

* * *

(e) Is licensed to practice veterinarian medicine in a state that will permit veterinarians licensed in the State of Florida to receive a license by endorsement to practice veterinary medicine in that state . . .